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ABSTRACT

A study examined Comprehensive Employment and Training Act (CETA) coordination and program activities for fiscal year 1983. To gather data for the study, researchers reviewed literature on the delivery of CETA services, compared these delivery practices with delivery strategies employed in such CETA predecessors as the Manpower Training and Development Act of 1962 and the Economic Opportunity Act of 1964, obtained information about the patterns of service delivery that were used by 45 (out of a sample of 50) CETA prime sponsors in FY 1983, and tabulated these data in a way that would facilitate comparisons with the patterns emerging under the Job Training Partnership Act of 1982. All of the prime sponsors providing information for the study devoted at least some resources to classroom vocational skills training, and all but one of them devoted at least some resources to on-the-job training. Of the 37 prime sponsors who provided reasonably complete information about the services they offered, 14 ran English-as-a-Second-Language programs and 25 provided some remedial classes. Prime sponsors were by far the most frequent deliverers of intake and assessment services, which included: (1) outreach and recruitment; (2) intake and eligibility determination; (3) assessment and preparation of employability plans; (4) counselling; and (5) referral of clients to other agencies. Community-based organizations were utilized the second most frequently for three of the five intake and assessment services examined. (MN)

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STUDY OF THE STATUS OF FY 83 CETA COORDINATION AND PROGRAM ACTIVITIES

FINAL REPORT; ACTIVITIES STUDY

Lawrence Neil Bailis

June 1984 RR-84-06

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This paper contains a summary and analysis of information provided by 45 CETA Prime Sponsors, and would not have been possible without the willingness of the staff of those organizations to devote time and effort to this endeavor while facing unprecedented management challenges.

Assistance in planning for the study and in techniques in data processing and analysis was provided by Howard Bloom. Additional guidance concerning ways to conceptualize and document activities undertaken by Prime Sponsors was provided by Barbara Farmer, Andrew Hahn, Neil Gordon, Steve Marcus, Ray Poet, and Marlene Seltzer.

John Wallace of the National Commission for Employment Policy provided both broad and detailed oversight for all aspects of the study from its inception to its completion, contributing both technical and practical insights into its subject matter and ways to increase its policy relevance.

Despite all of this assistance, opinions expressed in the paper of those of the author, and do not necessarily represent the official views of the National Commisaion for Employment Policy.

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EXECUTIVE SUMMARY

1.0 Introduction: The Purpose of This Study

As this report is being written, the implementation of the Job Training Partnership Act (JTPA) is well under way. New administrative entities have been created, the first planning cycle has been completed, and services funded through the Act have been available for nearly half a year. In the near future, the first analyses of program outcomes can be expected, and it will be possible to begin assessing whether or not JTPA outcomes represent improvements over the track record compiled by its predecessor program, the Comprehensive Employment and Training Act (CETA).

It will not be possible to interpret changes in outcomes between JTPA and CETA, however, without a clear understanding of the factors that may be contributing to them:

- To what extent are differential outcomes the result of differences in the economy over time?
- To what extent do they reflect a shift in the type of clients that are being served?
- And to what extent are they a reflection of changes in the delivery of service?

Answering the third question will require careful comparisons of the nature of the training and services provided under CETA with that offered under JTPA. This study has been conducted in order to facilitate these comparisons by assembling and presenting detailed information about the CETA service delivery system during the last year of operation of the program while records are still relatively intact, and while memories of CETA remain most fresh in peoples' minds.

In short, this study has been conducted in order to provide the kind of "baseline" data that is necessary to assess the degree to which observed changes in program outcomes, if any, may be the result of changes in the service delivery system and/or program design that have followed the transition from CETA to JTPA.

2.0 Summary of Methodology

The study methodology has encompassed three elements: (a) review of the literature on the delivery of CETA services and the counterpart services under such predecessor programs as the Manpower Development and Training Act of 1962 (MDTA) and the Economic Opportunity Act of 1964 (EOA), (b) obtaining information about the patterns of service delivery that were in effect during the final fiscal year of CETA (Fiscal 1983) from a representative sample of Prime Sponsors, and (c) tabulation of this information in a way that facilitates comparisons with the patterns that emerge under JTPA.

Given the emphasis on training under JTPA, the study devoted its highest priority to obtaining data on classroom vocational skills training and on-the-job training (OJT) activities. Lesser attention was placed on the remaining functions.

A random sample of fifty Prime Sponsors was drawn in order to develop descriptions of CETA activities that could be reasonably extrapolated to the country as a whole. Given the findings of previous studies that CETA programming sometimes varied by type of Prime Sponsor, the sample was stratified along that dimension. The sample was also stratified by region of the country in order to obtain as wide geographic coverage as possible.

In an effort to promote comparability between study findings and the emerging patterns under JTPA, information gathering has been focused on Titles IIBC, IV other than the Summer Youth Employment Program (SYEP) and VII of CETA. These are the components that were folded into the new Title IIA of JTPA and thus represent the most reasonable pre-JTPA "comparison group."

As is discussed in greater detail in the remainder of the report, analyses of the "share of the pie" devoted to specific programmatic component in this report therefore generally exclude consideration of SYEP.

Information on the FY 1983 activities undertaken by Prime Sponsors was obtained during the months of September, October, November, December of 1983, and January, February, and March of 1984. Useful information was obtained from 45 of the 50 randomly selected Prime Sponsors, yielding a response rate of 90%. The subsample of 45 Prime Sponsors that provided information for this study appears to be roughly representative of the fifty Prime Sponsor random sample and the universe of Prime Sponsors as a whole.

3.0 Highlights of Findings

This report analyzes Prime Sponsor activities in four broad categories: (a) classroom vocational skills training, (b) on-the-job training (OJT), (c) other training (such as prevocational), and (d) services such as intake and assessment, allowances, and supportive services, and then addresses a number of related issues.

Findings about Classroom Skills Training

- All Prime Sponsors providing information devoted at least some resources to classroom vocational skills training in Fiscal 1983.
- The typical Prime Sponsor allocated approximately one-quarter (23%) of its FY 1983 allocation to classroom vocational skills training, at an average cost per trainee of $ 2355.
- Ninety-five percent of the classroom skills training dollars and positions were allocated to entry level training at the typical Prime Sponsor.
- The typical trainee at the typical Prime Sponsor received roughly 785 hours of training, i.e. an average of just under 30 hours a week for just over 26 weeks.
- The average compensation paid to those receiving classroom skills training was $ 2.43 an hour. More than a third of the Prime Sponsors (38%) provided compensation equal to the minimum wage, while almost a quarter (24%) paid an average of less than $ 2.00 an hour.
- Clerical and sales occupations were by far the largest single grouping of classroom skills training jobs, accounting for about a third (32%) of the training slots at the typical Prime Sponsor.
- Vocational education programs and related programs run by local education agencies were the most frequent sources of classroom skills training, utilized in nearly four-fifths (78%) of the Prime Sponsors providing information.

Findings about On-the-Job Training

- All but one of the Prime Sponsors providing information devoted at least some resources to On-the-Job Training (OJT) in Fiscal 1983.
- The typical Prime Sponsor allocated 10% of its resources to OJT, at an average cost per participant of $ 1770.

- About 93% of the OJT allocations and participants were for entry-level positions.

- The average OJT contract lasted 19.6 weeks in the typical Prime Sponsor.

- All Prime Sponsors providing information utilized a "hire first" provision in their OJT contracts.

- All but three invariably provided a 50% subsidy to employers. The exceptions provided a 40% subsidy for upgrade positions.

- Machine trades and benchwork occupations represented the largest occupational categories for OJT in the typical Prime Sponsor, representing 33% of the total slots.

- Nearly three-quarters (72%) of the Prime Sponsors providing information administered some or all of the OJT slots themselves without using a subcontracted service deliverer.

Findings about Other Training Activities

- Fourteen Prime Sponsors of the 37 that provided reasonably detailed information about the range of services that they provided (38%) reported running English as a Second Language (ESL) classes for an average of 108 participants at a cost per participant of roughly $ 1700. CBOs were the most frequently utilized service deliverer.

- Twenty-five Prime Sponsors (68% of the 37) reported running remedial education classes for an average of 186 participants at a cost per participant of approximately $ 1300. Local education agencies and Prime Sponsors themselves were the most frequently utilized service deliverers for this service.

- Twenty-six Prime Sponsors (70%) reported running orientation to the world of work programs for adults for an average of 443 participants at an average cost per client of $ 642. Direct delivery of these services by the Prime Sponsor was the most frequently encountered pattern.

- Eighteen Prime Sponsors (49%) reported running vocational or career exploration programs for youth, for an average of 200 participants at an average cost per participant of $ 827. Local education agencies were the most frequently utilized deliverers of this type of service.

- Thirty Prime Sponsors (81%) provided information about adult-oriented work experience programs that they ran. They served an average of 174 participants at an average cost per participant of roughly $ 2500. Direct delivery by Prime Sponsors and utilization of CBOs were the most frequent patterns.

- Twenty-eight Prime Sponsors (76%) provided information about year round work experience programs for in-school youth. These programs served an average of 236 youth at an average cost per participant of $ 1253. Prime Sponsors were the largest single service deliverer for this type of service.

- Eighteen Prime Sponsors (49%) provided information about year round work experience programs for out-of-school youth that they ran. These FY 83 programs served an average of 127 youth at an average cost per participant of just under $ 3200. The most frequent service deliverer was the Prime Sponsor.

- Thirty-five Prime Sponsors provided information about summer youth employment programs that served an average of 1415 clients at an average cost per participant of $ 978. Prime Sponsors were the largest single service deliverer for this type of service.

Findings about Services Offered by Prime Sponsors

- Prime Sponsors were by far the most frequent deliverers of intake and assessment services, i.e. outreach and recruitment, intake and eligibility determination, assessment and preparation of employability development plans, counselling, and referral of clients to other agencies. The proportion of Prime Sponsors delivering these services directly ranged from 62% for outreach to 76% for intake and eligibility determination.

- Community-based organizations were utilized the second most frequently for three of the five services, and were tied with the Employment Service for second place in a fourth instance. The proportion of Prime Sponsors utilizing CBOs to deliver these services ranged from 18% for referrals to 32% for outreach and recruitment.

- Twenty-four of the 37 Prime Sponsors providing detailed information about the range of services that they provided (65%) described individualized job search and/or placement services that they ran. They had an average of just over 700 participants at an average cost per participant of $ 456. Prime Sponsors were the most frequent deliverers of these services.

- Twenty-two Prime Sponsors (60%) provided information about Job Clubs or similar self-directed group job search programs. They served an average of 316 clients at an average cost per client of $ 440.

- Thirty-four (92%) Prime Sponsors provided information about allowances that they provided to participants of selected programs. The average number of participants receiving allowances was 902, roughly a quarter (26%) of the total number of participants in FY 1983, at a cost per recipient of $ 833.

- Twenty-four Prime Sponsors (65%) reported engaging in employment generating activities that averaged $ 79,400 in cost.

Findings about Related Issues

- Thirty-one of the 40 Prime Sponsors (77%) providing information on this topic limited intake and eligibility determination to a single service deliverer--often themselves.

- Just over half (51%) of the 39 Prime Sponsors providing information utilized at least some performance-based contracts for their classroom vocational skills training programs; only about a quarter of the Prime Sponsors (27%) utilized such mechanisms for other kinds of contracts.

- Just under half (46%) of the 28 Prime Sponsors providing information used competency measures for one or more youth-oriented activities in Fiscal 1983.

- Twenty-one of the 35 Prime Sponsors providing information (60%) delivered at least some training programs in which the topics of the training were linked to the needs of a specific employer or group of employers.

- Many Prime Sponsors report that at least some aspects of their FY 1983 delivery system had been altered in preparation for the transition to JTPA. More than three-fifths (61%) either reduced or eliminated training allowances for this reason.

4.0 Implications for Future Research

In order to maximize the future utility of this report, identical information should be obtained from the SDAs that now service the areas once served by the fifty Prime Sponsorships in this study, and efforts made to determine whether, and to what extent changes are taking place.

Only when such data are available will it be possible to begin to determine the extent to which differences in program mix and program design are responsible for the successes or lack of successes of JTPA, as opposed to such other potential causes as changes in client mix, in the involvement of the leaders of private business and in the vitality of the local economy.

Future comparisons between the services delivered under CETA and JTPA should go beyond analysis of shifts in the amount and proportions of funds devoted to broad categories of activities (such as classroom vocational skills training and on-the-job training) and address possible shifts in emphasis within these broad categories (such as length of training, the provision of needs-based payments, and so forth).

Policy-makers should find it especially valuable to learn about the relevance of the services that are being provided in terms of serving those clients with the greatest needs for assistance.

How, for example, will JTPA differ from CETA in terms of providing service to clients who don't meet the entry criteria for vocational skills training programs? Are SDAs providing more or less remedial and basic education than they have in the past? What kinds of services are taking the place of work experience for disadvantaged clientele--job search or activities that are more oriented toward the development of occupational or related skills?

In short, the number of policy-relevant questions about changes in the type and nature of activities carried out by SDAs is almost limitless. Review of the findings of this study, and replicating it in the near future offers an invaluable--but low cost--way to begin to answer these questions.

Chapter 1

INTRODUCTION AND OVERVIEW

1.1 Introduction: The Purpose of This Study

As this report is being written, the implementation of the Job Training Partnership Act (JTPA) is well under way. New administrative entities have been created, the first planning cycle has been completed, and services funded through the Act have been available for nearly half a year. In the near future, the first analyses of program outcomes can be expected, and it will be possible to begin assessing whether or not JTPA outcomes represent an improvement over the track record compiled by its predecessor program, the Comprehensive Employment and Training Act (CETA).

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1.2 Summary of Methodology

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The literature review concluded that most descriptions of service delivery were at the grossest levels (i.e., dollars and participants assigned to broadly defined functions such as classroom training or work experience)*. Therefore the design phase was devoted to developing descriptors that were more precise, on the one hand, but not too complicated to be provided by busy Prime Sponsor staffs during the hectic final months of CETA and the equally busy early months of the transition to JTPA.

Although Fiscal 1983 was a transition year, issues of data availability and related methodological considerations led to a decision to use the most recent CETA experience for the baseline time period.

Given the emphasis on training under JTPA, the study devoted its highest priority to obtaining data on classroom vocational skills training and on-the-job training (OJT) activities. Lesser attention was placed on the remaining functions.

A random sample of fifty Prime Sponsors was then drawn in order to develop descriptions of CETA activities that could be reasonably extrapolated to the country as a whole. Given the findings of previous studies that CETA programming sometimes varied by type of Prime Sponsor, the sample was stratified along that dimension. The sample was also stratified by region of the country in order to obtain as wide geographic coverage as possible.

In order to promote comparability with the emerging JTPA system, information was collected from portions of the Balance of State (BOS) Prime Sponsors that corresponded to Service Delivery Areas (SDAs) rather than from BOS prime sponsorships as a whole.

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* A detailed summary of the findings from a review of the CETA research and program literature was included in a previous study deliverable "Review Essay: Project A, Activities Study", submitted to the National Commission for Employment Policy on September 8, 1983.

In a further effort to promote comparability between study findings and the emerging patterns under JTPA, information gathering has been focused on Titles IIBC, IV other than the Summer Youth Employment Program (SYEP) and VII of CETA. These are the components that were folded into the new Title IIA of JTPA and thus represent the most reasonable pre-JTPA "comparison group."

As is discussed in greater detail in the remainder of the report, analyses of the "share of the pie" devoted to specific programmatic component in this report therefore generally exclude consideration of SYEP.

Directors of the selected Prime Sponsors (or their designees) were contacted in August, 1983 in order to describe the study and to obtain commitments to provide information. All fifty of those contacted expressed a willingness to do so, and were sent information describing the dimensions of program activities and service delivery systems to be used in the study.

Information on the FY 1983 activities undertaken by Prime Sponsors was obtained during the months of September, October, November, December of 1983, and January, February, and March of 1984. Useful information was obtained from 45 of the 50 randomly selected Prime Sponsors, yielding a response rate of 90%.

The information varied considerably in comprehensiveness and level of detail. In addition to this, the complexities of CETA financial management may lead to differential treatment of such concepts as carry-ins, allocations to an administrative cost pool, and transfers of funds from one title to another by some Prime Sponsors, making it hazardous to make precise comparisons between information provided by different Prime Sponsors.

However, as is also discussed in the remainder of the report, a significant amount of detailed information was obtained for nearly all issues under study, and a large number of generalizations can be made with a good degree of assurance.

In all instances but two, the non-respondents did not refuse to provide information; instead they reported that they could not provide the information within the study time limits but hoped to provide it in the near future. The explanations provided by the non-respondent for inability to meet a previous commitment to provide information varied, but the most frequent reason was failure to win redesignation as an SDA resulting in lay-offs of all but a skeleton staff required to conduct close-outs and to handle audits (a situation that was sometimes unanticipated at the time of the August agreement to participate). Limited staff time to assemble data due to sharp cutbacks within agencies that were designated to serve as SDAs, and loss and/or misfiling of information that had already been assembled were also cited in several instances. In one case, a severe health problem prevented a Prime Sponsor director from compiling the information on time.

Both respondents and non-respondents have faced significant challenges during the transition to JTPA, and most have been trying to get along with considerably lower staffing levels than they had had in the past. Given this situation the response rate obtained appears to be as high as could be expected.

As is illustrated in Exhibit 1-1 on the following page, the subsample of 45 Prime Sponsors that provided information for this study appears to be roughly representative of the fifty Prime Sponsor random sample and the universe of Prime Sponsors as a whole.*

Upon receipt of the information from Prime Sponsors, the data were coded, entered into an IBM Personal Computer, and analyzed using MDA: Micro Data Analyzer software by Cambridge Information International, Inc.

1.3 Organization of the Report and Highlights of Findings

This report analyzes Prime Sponsor activities in four broad categories: (a) classroom vocational skills training, (b) on-the-job training (OJT), (c) other training (such as prevocational), and (d) services such as intake and assessment, allowances, and supportive services. Detailed findings for each of these types of activities are presented in Chapters 2 through 5 of this report. Related issues pertaining to the CETA service delivery system are discussed in Chapter 6, and the implications of the findings are summarized in Chapter 7.

Findings about Classroom Skills Training

- All Prime Sponsors providing information devoted at least some resources to classroom vocational skills training in Fiscal 1983.
- The typical Prime Sponsor allocated approximately one-quarter (23%) of its FY 1983 allocation to classroom vocational skills training, at an average cost per trainee of $ 2355.
- Ninety-five percent of the classroom skills training dollars and positions were allocated to entry level training at the typical Prime Sponsor.

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* A complete list of the respondent and non-respondent Prime Sponsors is included as Appendix A to this report.

Exhibit 1-1

OVERVIEW OF THE STUDY SAMPLE OF FY 83 PRIME SPONSORS

	Universe		Sample		Respondents	
	#	%	#	%	#	%
Type of Prime Sponsor						
County	195	(42)	20	(40)	18	(40)
Consortium	148	(32)	16	(32)	15	(33)
Balance of State	51	(11)	6	(12)	6	(13)
City	71	(15)	8	(16)	6	(13)
TOTAL	465		50		45	
Region						
Northeast (Regions I, II, III)	134	(29)	15	(30)	13	(29)
Southeast (Regions IV and VI)	113	(24)	11	(22)	11	(24)
Midwest (Region V)	106	(23)	12	(24)	11	(24)
Mountain and Central (Regions VII and VIII)	42	(9)	4	(8)	3	(7)
West (Regions IX and X)	70	(15)	8	(16)	7	(17)
TOTAL	465		50		45	

- The typical trainee at the typical Prime Sponsor received roughly 784 hours of training, i.e. an average of just under 30 hours a week for just over 26 weeks.

- The average compensation paid to those receiving classroom skills training was $ 2.43 an hour. More than a third of the Prime Sponsors (38%) provided compensation equal to the minimum wage, while almost a quarter (24%) paid an average of less than $ 2.00 an hour.

- Clerical and sales occupations were by far the largest single grouping of classroom skills training jobs, accounting for about a third (32%) of the training slots at the typical Prime Sponsor. Machine trades and benchwork occupations were the next most frequently employed training areas, accounting for 21% of the participants.

- Vocational education programs and related programs run by local education agencies were the most frequent sources of classroom skills training, utilized in nearly four-fifths (78%) of the Prime Sponsors providing information.

Findings about On-the-Job Training

- All but one of the Prime Sponsors providing information devoted at least some resources to On-the-Job Training (OJT) in Fiscal 1983.

- The typical Prime Sponsor allocated 10% of its resources to OJT, and provided OJT to 16% of its participants.

- About 93% of the OJT allocations and participants were for entry-level positions.

- The average OJT contract lasted 19.6 weeks in the typical Prime Sponsor.

- All Prime Sponsors providing information utilized a "hire first" provision in their OJT contracts.

- All but three invariably provided a 50% subsidy to employers. The exceptions provided a 40% subsidy for upgrade positions.

- Machine trades and benchwork occupations represented the largest occupational categories for OJT in the typical Prime Sponsor, representing 33% of the total slots. Clerical and sales occupations (21%) and services (14%) were the second and third most frequent occupational groupings.

- Nearly three-quarters (72%) of the Prime Sponsors providing information administered some or all of the OJT slots themselves without using a subcontracted service deliverer. Community-based organizations and the public Employment Service were utilized by 28% and 16% of the Prime Sponsors respectively.

Findings about Other Training Activities

- Fourteen Prime Sponsors of the 37 that sent in reasonably detailed information about the range of services that they provided (38%) reported running English as a Second Language (ESL) classes for an average of 108 participants at a cost per participant of roughly $ 1700. CBOs were the most frequently utilized service deliverer for ESL.

- Twenty-five Prime Sponsors (68% of the 37) reported running remedial education classes for an average of 186 participants at a cost per participant of approximately $ 1300. Local education agencies and Prime Sponsors themselves were the most frequently utilized service deliverers for this service.

- Twenty-six Prime Sponsors (70%) reported running orientation to the world of work programs for adults for an average of 443 participants at an average cost per client of $ 642. Direct delivery of these services by the Prime Sponsor was the most frequently encountered pattern.

- Eighteen Prime Sponsors (49%) reported running vocational or career exploration programs for youth, for an average of 200 participants at an average cost per participant of $ 827. Local education agencies were the most frequently utilized deliverers of this type of service.

- Thirty Prime Sponsors (81%) provided information about adult-oriented work experience programs that they ran. They served an average of 174 participants at an average cost per participant of roughly $ 2500. Direct delivery by Prime Sponsors and utilization of CBOs were the most frequent patterns.

- Twenty-eight Prime Sponsors (76%) provided information about year round work experience programs for in-school youth. These programs served an average of 236 youth at an average cost per participant of $ 1253. Prime Sponsors were the largest single service deliverer for this type of service.

- Eighteen Prime Sponsors (49%) provided information about year round work experience programs for out-of-school youth that they ran. These FY 83 programs served an average of 127 youth at an average cost per participant of just under $ 3200. The most frequent service deliverer was the Prime Sponsor.

- Thirty-five Prime Sponsors provided information about summer youth employment programs that served an average of 1415 clients at an average cost per participant of $ 978. Prime Sponsors were the largest single service deliverer for this type of service.

Findings about Services Offered by Prime Sponsors

- Prime Sponsors were by far the most frequent deliverers of intake and assessment services, i.e. outreach and recruitment, intake and eligibility determination, assessment and preparation of employability development plans, counselling, and referral of clients to other agencies. The proportion of Prime Sponsors delivering these services directly ranged from 61% for assessment to 76% for intake and eligibility determination.

- Community-based organizations were utilized the second most frequently for three of the five services, and were tied with the Employment Service for second place in a fourth instance. The proportion of Prime Sponsors utilizing CBOs to deliver these services ranged from 18% for referrals to 32% for outreach and recruitment.

- Twenty-four of the 37 Prime Sponsors providing detailed information about the range of services that they provided (65%) described individualized job search and/or placement services that they ran. They had an average of just over 700 participants at an average cost per participant of $ 456. Prime Sponsors were the most frequent deliverers of these services.

- Twenty-two Prime Sponsors (60%) provided information about Job Clubs or similar self-directed group job search programs. They served an average of 316 clients at an average cost per client of $ 440.

- Thirty-four (92%) Prime Sponsors provided information about allowances that they provided to participants of selected programs. The average number of participants receiving allowances was 902, roughly a quarter (26%) of the total number of participants in FY 1983, at a cost per recipient of $ 833.

- Twenty-four Prime Sponsors (65%) reported engaging in employment generating activities that averaged $ 79,400 in cost.

Findings about Related Issues

- Just over a third (34%) of the clients in the typical Prime Sponsor received two or more training or service activities in a planned sequence in Fiscal 1983. The most frequently encountered patterns were from classroom training to on-the-job training (47% of the Prime Sponsors for whom information is available) and from work experience to classroom training (33%).

- Thirty-one of the 40 Prime Sponsors (77%) providing information on this topic limited intake and eligibility determination to a single service deliverer--often themselves.

- Just over half (51%) of the 39 Prime Sponsors providing information utilized at least some performance-based contracts for their classroom vocational skills training programs in Fiscal 1983; only about a quarter of the Prime Sponsors (27%) utilized such mechanisms for other kinds of contracts.

- Just under half (43%) of the 28 Prime Sponsors providing information used competency measures for one or more youth-oriented activities in Fiscal 1983.

- Twenty-one of the 35 Prime Sponsors providing information (60%) delivered at least some training programs in which the topics of the training were linked to the needs of a specific employer or group of employers.

- Many Prime Sponsors report that at least some aspects of their FY 1983 delivery system had been altered in preparation for the transition to JTPA. More than three-fifths (61%) either reduced or eliminated training allowances for this reason.

Chapter 2

CLASSROOM SKILLS TRAINING IN FISCAL 1983

2.1 Introduction and Overview

This chapter presents a detailed description of the manner in which CETA Prime Sponsors provided classroom skills training during Fiscal Year 1983. Wherever possible, efforts have been made to limit the discussion in this chapter to vocational skills training, and not what is sometimes called "other classroom training" that addresses such prevocational subjects as English as a Second Language (ESL), remedial and basic education, job seeking skills, and appropriate workplace behavior. These types of training are addressed in Chapter 4 of this report.

Included in this chapter are discussions of:

- The extent to which classroom training was provided, focusing on the numbers and proportions of participants served and dollars spent for this purpose;
- The types of services offered, focusing on:
  - --level of training (entry level versus upgrading),
  - --length of training,
  - --utilization of allowances, and
  - --occupations in which training was provided; and
- The types of deliverers providing classroom training.

Parallel discussion of on the job training (OJT) are found in Chapter 3. Descriptions of services provided by CETA Prime Sponsors in Fiscal 1983 are contained in Chapter 5.

2.1 Utilization of Classroom Skills Training

Overall Utilization

All of the Prime Sponsors for whom we have data allocated at least some of their resources to the provision of vocational skills training in classroom settings in Fiscal 1983. The typical Prime Sponsor that provided data on both its overall allocation and its allocation of funds to classroom vocational skills training set aside $ 763,193 for this purpose out of a total of $ 3,410,130.* This means that roughly 22% of the total funding in these Prime Sponsors was devoted to vocational skills training in the classroom setting.

As is shown in Exhibit 2-1 on the following page, the mean proportion of funds allocation to classroom skills training in the Prime Sponsors for whom information is available was 23%. (The mean proportion of funds set aside for a given function is not the same as the overall proportion of funds allocated to that function among a group of Prime Sponsors because the former is based on a weighting scheme that treats all Prime Sponsors equally, while the latter weights the results according to the total allocation of each Prime Sponsor.)

The exhibit also shows that funding for classroom skills training was relatively higher among counties and Balance of State Prime Sponsors (at 27% and 28% respectively) than among cities and consortia (which only set aside 23% and 18% for this purpose respectively).

A similar distribution appears in numbers of participants. The typical Prime Sponsor providing information served 1757 participants in Fiscal 1973, and delivered classroom vocational skills training to 419 of them.**

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* As discussed in Chapter 1, analyses of proportions of funding and participants for each program component in this report exclude SYEP funding and participants from the denominator. In other words, they represent the proportion of CETA monies that would have been a part of the consolidated grant, regardless of whether or not the specific Prime Sponsors chose to operate such a grant in FY 1983.

The proportions would, of course, be lower if the SYEP participants were included in the analyses. For example, the proportion of the <u>total</u> allocation (including SYEP) assigned to classroom vocational skills training was about 16% in Fiscal 1983.

** The proportion of the <u>total</u> Prime Sponsor participants (including SYEP) assigned to classroom vocational skills training was 21%.

Exhibit 2-1

UTILIZATION AND DESIGN DATA FOR CLASSROOM SKILLS TRAINING
BY PRIME SPONSORS IN FY 83*

	ALL PRIME SPONSORS	County	BOS	Consortium	City
Proportion of Prime Sponsors' Allocation Devoted to Classroom Skills Training**	.23 (29)	.27 (10)	.28 (3)	.18 (12)	.23 (4)
Proportion of Prime Sponsor Participants Receiving Classroom Skills Training	.27 (23)	.30 (10)	.20 (3)	.31 (7)	.14 (3)
Proportion of Classroom Skills Training Dollars that are for Entry Level Slots	.95 (30)	.91 (11)	1.00 (3)	.96 (12)	1.00 (4)
Proportion of Classroom Skills Training Participants in Entry Level Slots	.95 (31)	.92 (13)	1.00 (3)	.94 (11)	1.00 (4)
Average Length of Courses (in weeks)	26.4 (29)	28.7 (13)	28.0 (1)	22.3 (12)	32.7 (3)
Average Hours per Week	29.7 (30)	29.1 (13)	26.0 (1)	30.2 (13)	31.3 (3)
Average Number of Hours in Courses (the product of the two above listed figures)	784	835	728	673	1024
Average Compensation to Participants	$2.43 (34)	2.73 (12)	2.86 (5)	1.90 (13)	2.71 (4)

* Numbers in parentheses refer to the number of Prime Sponsors in each category.

**Proportions are based on a fraction that excludes SYEP from the denominator.

This means that roughly 24% of the total participant at these Prime Sponsors received skills training in the classroom setting. The mean proportion of participants receiving this kind of training at this group of Prime sponsors was 27%.

The average per participant cost for classroom skills training varied considerably from Prime Sponsor to Prime Sponsor, but the mean amount was $ 2355.

2.3 Types of Services Offered

Entry-Level versus Upgrade

The overwhelming proportion of classroom skills training funding was devoted to entry level training. As is shown in the exhibit, 95% of both the funding and training slots for this type of service were allocated to entry level training, and this proportion remained over 90% for all types of Prime Sponsors.

Twenty-six of the 30 Prime Sponsors who provided information on this topic (87%) utilized classroom skills training exclusively for entry-level positions; one (3%) used classroom skills training exclusively for upgrading; and the remaining three (10%) divided their efforts among entry level and upgrade positions.

Length of Training

As is shown in the exhibit, the average participant in a classroom training program in the typical Prime Sponsor received a course that was just over 26 weeks in length, and that encompassed just under 30 hours a week. This in turn means that the typical participant received roughly 785 hours of training.

The length of training varied somewhat by type of Prime Sponsor. Participants in the three cities providing information tended to spend more time in classroom vocational skills training than did their counterparts in the other types of Prime Sponsors, averaging over 32 weeks per participant per course.

Moreover, there was wide variation exhibited within the Prime Sponsor group as a whole. For example, 3 of the 29 Prime Sponsors providing data (10%) offered training courses that averaged less than a week. At the other extreme, 6 of them (21%) offered courses that averaged 40 weeks long or longer.

Compensation to Participants

Thirty of the 34 Prime Sponsors for whom data are available reported paying training allowances or similar forms of compensation to the recipients of classroom skills training, representing about 88% of the total.

The average compensation in all thirty-four was $ 2.43 an hour.* Thirteen of the Prime Sponsors (38%) offered an average compensation equal to the $ 3.35 minimum wage. Eight of the Prime Sponsors (24%) offered compensation equal to $ 2.00 an hour or less.

Training Occupations

The latest edition of the Dictionary of Occupational Titles (fourth edition, 1977) was used to categorize the occupations in which Prime Sponsors provided training.** As is shown in Exhibit 2-2, the clerical and sales grouping of occupations represents the largest category by far, encompassing nearly a third (32%) of the training slots reported by the 24 Prime Sponsors for whom detailed analysis was possible.***

Machine trades and benchwork occupations represent the second most utilized grouping, with roughly a fifth (21%) of the training slots. The two categories with the next highest proportions of training slots were professional, technical, and managerial (15% of the slots); and service jobs and structural work occupations such as welding and construction-related jobs (9% each). Nearly a third of the professional, technical, and managerial training slots were in health-related fields (i.e. roughly 5% of the total number of training slots).

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* This statistic was calculated by determining the average compensation of the participants in the training courses at each Prime Sponsor and then taking an unweighted average of the scores of each Prime Sponsor. Hence, it can be described as the compensation received by the typical trainee at the typical Prime Sponsor.

** For the most part, broad two digit classifications were utilized, but more detail has been provided for those occupational groupings that represent typical CETA training positions.

*** Nine of the thirty-three Prime Sponsors providing information about classroom skills training activities (27%) did not provide occupational breakdowns in sufficient detail to be included in this analysis. Information about the total number of trainees, dollars expended, and so forth, are, however, included for these Prime Sponsors in the tabulations elsewhere in this chapter.

Exhibit 2-2

NUMBER AND PROPORTION OF CLASSROOM SKILLS TRAINING SLOTS BY OCCUPATION IN THE TYPICAL PRIME SPONSOR IN 1983*

	Proportion of Slots	Number of Slots
Clerical and Sales (20-29)**	.32***	156.3****
Machine Trades and Benchwork Occupations (60-79)	.21	74.6
All Professional and Technical (00-19)	.15	56.3
Health-related only (07)	.05	20.4
All Service (30-38)	.09	34.3
Food Service only (31)	.02	6.2
Building Service only (38)	.04	19.8
Structural Work Occupations (80-89)	.09	29.6
Other	.14	65.0
TOTAL	1.00	416.1

* n=24 in all cases.

** Numbers in parentheses are two digit DOT codes.

*** Entries represent the mean proportion of slots at each Prime Sponsor. This statistic differs from the proportion of slots across all Prime sponsors in a given occupational grouping because of differences in weighting the results. For example, the overall proportion of slots devoted to clerical and sales training represented 38% of the total classroom vocational skills training slots available in the 24 Prime Sponsors providing information on this topic.

**** Entries represent the mean number of positions in this occupational grouping for all Prime Sponsors providing information.

2.4 Types of Service Deliverers

As is shown in Exhibit 2-3, vocational education and other local educational agencies were the most commonly utilized type of service deliverer for classroom skills training. Nearly four out of every five Prime Sponsors providing information (78%) used one or more such agencies.*

Private proprietary schools, community-based organizations (CBOs), and community colleges were utilized second, third, and fourth most frequently by Prime Sponsors, being utilized in 42%, 39%, and 28% of the prime sponsorships respectively. Eleven percent of the Prime Sponsors reported delivering some or all of their classroom vocational skills training directly, i.e., without utilizing a subcontractor.

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* Prime Sponsors reporting that they utilized skills centers are included in this category since these centers are often operated by education agencies. This statistic may, therefore, represent an estimate that is too high for the category as a whole. However, more than half of the Prime Sponsors fit into this category without any reference to skills centers.

Exhibit 2-3

UTILIZATION OF SERVICE DELIVERS FOR CLASSROOM SKILLS TRAINING -- FY 83*

Type of Service Deliverer**	All Prime Sponsors (n=36)	County (n=13)	BOS (n=5)	Consortium (n=14)	City (n=4)
Local Education Agencies, Voc. Ed., Skills Centers***	.78	.77	.80	.71	1.00
Private Proprietary Schools	.42	.46	.40	.29	.75
Community Based Organizations (CBOs)	.39	.31	.20	.43	.75
Community Colleges	.28	.23	.40	.14	.75
Private Businesses	.14	.23	.20	.00	.25
Prime Sponsors	.11	.15	.00	.14	.00

* Entries represent the proportion of Prime Sponsors in each category that utilized each type of service deliverer for at least some classroom vocational skills training.

** Types of service deliverers represent groupings of open-ended information provided by Prime Sponsors. The groupings utilized are summarized in Appendix B to this report.

*** Skills centers are included in this category because they are often operated by educational agencies.

Chapter 3

ON-THE-JOB TRAINING

3.1 Introduction and Overview

On-the-job training (OJT) represents an alternative to classroom training as a way to impart vocational skills to disadvantaged people. This chapter presents a detailed description of the degree to and manner in which CETA Prime Sponsors provided OJT during Fiscal 1983. Included in the chapter are discussions of:

- The extent to which OJT was provided, focusing on the numbers of participants served and dollars spent for this purpose;
- The types of services offered, focusing on:
  - --Level of training (entry versus upgrading),
  - --Program design issues,
  - --Length of training contracts, and
  - --Occupations in which training was provided; and
- Types of service deliverers responsible for OJT.

A discussion of training activities other than classroom vocational skills training and OJT is contained in Chapter 4. Prime Sponsor provision of services to participants is discussed in Chapter 5.

3.2 Utilization of OJT

Overall Utilization

All but one of the 36 Prime Sponsors for whom we have data allocated at least some of their resources to the provision of on the the job training for their participants. The one exception was a large city.

The typical Prime Sponsor that provided information about both its overall allocation and its allocation of funds for OJT set aside about $ 286,668 for this purpose out of $ 3,734,310.* This means that roughly 8% of the total funding in these Prime sponsors was allocated for this purpose.

As is shown in Exhibit 3-1 on the following page, the mean proportion of funds allocated to OJT in the Prime Sponsors for whom we have data was 10%. (As was noted in Chapter 2, the mean proportion of funds allocated to a given function will not necessarily be the same as the overall proportion of funds allocated to that function across a group of Prime Sponsors due to the fact that the two statistics are based on different weighting schemes.)

The exhibit also shows that funding for OJT was highest in Balance of State (BOS) Prime Sponsors, where it made up almost a third of the overall funding (31%), and almost negligible in the cities where only about 1% of the total funding went for this purpose. One BOS Prime Sponsor spent more than half of its funds on this function because the local economy in its rural location was so poor that it was hard to justify spending money on classroom vocational skills training.

A similar distribution appears in numbers of participants. The typical Prime Sponsor providing relevant information served 1901 participants in Fiscal 1983, and delivered OJT to 241 of them. This means that roughly 13% of the participants at these Prime Sponsors received OJT. The mean proportion of participants receiving OJT at this group of Prime Sponsors was 16%.

The above discussed distribution of funding and participants yields an average cost per OJT participant of $ 1770 at the Prime Sponsors providing information on this topic.

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* As discussed in Chapter 1, analyses of proportions of funding and participants for each program component exclude SYEP funding and participants in the denominator. In other words, they represent the proportions of CETA monies that would have been part of a consolidated grant, regardless of whether or not the specific Prime Sponsor chose to consolidate.

The proportions would, of course, be lower, if SYEP participants and monies were included in the analyses. For example, the proportion of the <u>total</u> Prime Sponsor allocation (including SYEP) that was assigned to OJT is about 5%.

It should be noted that the subset of Prime Sponsors providing information about OJT is not precisely the same as the subsets that have provided information about other functions. As a result, the denominator in the proportion of funding and participants used in this chapter is not the same as that which is utilized for analyses in other chapters. Therefore, it is <u>not</u> appropriate to simply add the proportions across all activities and all chapters of the report.

Exhibit 3-1

UTILIZATION AND DESIGN DATA FOR OJT IN FY 83

	All Prime Sponsors	County	BOS	Consortium	City
Proportion of Prime Sponsor's Allocation Devoted to OJT**	.10 (32)*	.09 (12)	.21 (4)	.11 (12)	.01 (4)
Proportion of Prime Sponsor Participants Receiving OJT**	.16 (28)	.14 (10)	.31 (4)	.17 (11)	.01 (3)
Proportion of OJT Dollars that are for Entry-level Slots	.93 (30)	.99 (12)	.90 (3)	.93 (11)	.73 (4)
Proportion of OJT Participants in Entry-level Slots	.94 (32)	.99 (12)	.94 (3)	.96 (13)	.73 (4)
Average Length of OJT Contracts	19.6 (25)	18.3 (10)	17.0 (3)	19.0 (9)	28.7 (3)

* Numbers in parentheses refer to the number of Prime Sponsors in each category.

** Proportions are based on a fraction that excludes SYEP from the denominator.

3.3 Types of Services Offered

Entry-level versus Upgrade

The overwhelming proportion of OJT funding has been devoted to entry-level OJT. As was shown in Exhibit 3-1, 93% of the funding and 94% of the training slots were allocated to entry-level OJT, and this proportion is highest for counties (at 99% for both funding and proportion of participants) and lowest for cities (73% for both measures).

Program Design Issues

All of the 26 Prime Sponsors providing information on this topic utilized a "hire first" provision in their OJT programs. All but three of the 28 who provided information (89%) utilized a 50% subsidy to employers. The three exceptions utilized a 50% subsidy for entry-level jobs and a 40% subsidy for upgrading.

Length of Training Contracts

As was also shown in Exhibit 3-1, the average OJT participant in the typical Prime Sponsor was in OJT for just under 20 weeks. The city Prime Sponsors that provided data had considerably longer OJT contracts than the other three types of Prime Sponsors, averaging more than 28 weeks.

Occupations in Which Training was Provided

When the occupations in which OJT was provided are analyzed in terms of DOT codes, it becomes clear that machine trades and benchwork occupations are the dominant grouping, representing roughly a third (33%) of the OJT slots in typical Prime Sponsor that provided data. As is illustrated in Exhibit 3-2, the next most frequent occupational groupings were clerical and sales (21%), services (14%), and professional and technical positions (8%). A majority of the service positions were in either food service or building services (8% of the total number of OJT slots). Roughly a quarter (22%) of the professional and technical positions represented health-related occupations.

3.4 Types of Service Deliverers

As is shown in Exhibit 3-3, nearly three-quarters (72%) of the Prime Sponsors providing information on this item elected to administer some or all of the OJT contracts directly. Community-based organizations and the public Employment Service were the deliverers utilized by the second and third highest proportions of Prime Sponsors, being utilized in 28% and 16% of the cases respectively. All twelve counties providing information delivered at least some of the OJT services directly.

Exhibit 3-2

NUMBER AND PROPORTION OF OJT SLOTS BY OCCUPATION IN 1983*

	Proportion of Slots	Mean Number of Slots
Machine Trades and Benchwork Occupations (60-79)**	.33	34.7
Clerical and Sales (20-29)	.21	18.0
All Service (30-38)	.14	12.8
Food Service only (31)	.05	4.9
Building Service only (38)	.03	3.2
All Professional and Technical (00-19)	.08	7.7
Health related only (07)	.02	1.7
Structural Work Occupations (80-89)	.07	7.8
Other	.13	11.1
TOTAL	.96	92.2

* n = 22 in all cases.

** Entries in parentheses are two digit DOT codes.

***Entries represent the mean proportion of slots at each Prime Sponsor. This statistic differs from the proportion of slots across all Prime Sponsors devoted to this purpose. For example, the proportion of slots devoted to machine trades and benchwork occupations represented 38% of the total of those available in all 22 Prime Sponsors that provided information on this topic.

****Entries represent the mean number of positions in this occupational grouping for all Prime Sponsors in the category that provided information.

Exhibit 3-3

UTILIZATION OF SERVICE DELIVERERS

FOR OJT IN FY 83*

	ALL PRIME SPONSORS (n=32)	County (n=12)	BOS (n=3)	Consortium (n=14)	City (n=3)
Type of Service Deliverer**					
Prime Sponsors (No subcontract)	.72	1.00	1.00	.43	.67
Community Based Organizations (CBOs)	.28	.17	.00	.36	.67
Employment Service	.16	.08	.67	.07	.33
Local Government***	.13	.08	.00	.21	.00
Other--Miscellaneous	.16	.08	.00	.29	.00

* Entries represent the proportion of Prime Sponsors providing information that utilized each type of service deliverer for at least some OJT.

** Types of service deliverers represent groupings of open-ended information provided by Prime Sponsor. The grouping strategies that were used are summarized in Appendix B to this report.

***It seems reasonable to believe that a proportion of the references to local government also represent instances in which the Prime sponsor is the deliverer.

Chapter 4

OTHER TRAINING ACTIVITIES IN FISCAL 1983

4.1 Introduction and Overview

This chapter of the report addresses all of the training activities carried out by CETA Prime Sponsors in Fiscal 1983 other than classroom vocational skills training and on-the-job training (OJT) which were discussed in Chapters 2 and 3 respectively. These services encompass:

- Prevocational programs, including
  - --English as a Second Language;
  - --Remedial and basic education, including GED;
  - --Orientation to the world of work for adults;
  - --Vocational or career exploration programs for youth; and
- Work experience, including
  - --Adult work experience,
  - --Year-round programs for in-school youth,
  - --Year-round programs for out-of-school youth, and
  - --Summer youth employment programs.

Those activities carried out by Prime sponsors that are not addressed in this chapter or either of the preceding two chapters are generally called "services". These activities are discussed in Chapter 5 of the report.

4.2 Prevocational Programs

English as a Second Language

Fourteen of the 37 Prime Sponsors that provided reasonably detailed information about the range of activities that they funded (38%) indicated that they were running English as a Second Language (ESL) programs in Fiscal 1983. As is shown in Exhibit 4-1, the average number of participants in the programs was 108, and the average funding was about $ 157,000, yielding an average cost per participant of $ 1701. The reported funding for ESL represented roughly 5% of the total allocations for these 37 Prime Sponsors.*

* As in previous chapters, funding for SYEP is excluded from these figures.

Exhibit 4-1

OVERVIEW OF THE DELIVERY OF OTHER TRAINING SERVICES*

	Participants	Funding	Cost Per Participant	Proportion of Funds**
Prevocational Services				
ESL (14)***	108 (10)	$ 157 (9)	$ 1701 (8)	5%
Remedial Education (25)	186 (20)	$ 225 (13)	$ 1303 (12)	6%
Orientation to the World of Work for Adults (26)	443 (22)	$ 125 (12)	$ 642 (12)	4%
Vocational Exploration (18)	200 (15)	$ 135 (16)	$ 827 (14)	4%
Work Experience				
Adult Work Experience (30)	174 (27)	$ 235 (28)	$ 2501 (22)	7%
Year-round Youth				
In-school (28)	236 (28)	$ 222 (22)	$ 1253 (21)	6%
Out-of-school (18)	127 (17)	$ 165 (13)	$ 3192 (13)	5%
Summer Youth (35)	1415 (34)	$1186 (34)	$ 978 (32)	--

* Entries represent mean values for Prime Sponsors providing information.

** Total funding in Prime Sponsors reporting having a program divided by total funding in the 37 Prime Sponsors providing detailed information.

*** Numbers in parentheses represent the number of cases the entry is based upon.

As one would expect, the largest proportion of the ESL programs were targetted at Hispanics (5 of the 14 programs, or 36%) and Asian-Americans (3 programs, or 21%). Four Prime Sponsors (29%) reported that they didn't target ESL at all, providing it to all clients or all significant segments as needed, and two more (14%) indicated that they provided the services to those with limited English-speaking ability.

Community-based organizations (CBOs) were the most frequently utilized type of ESL service deliverer. Altogether, seven Prime Sponsors (50%) reported using CBOs for this purpose. This can be compared with four Prime Sponsors (29%) that utilized local education agencies and two Prime Sponsors (14%) using community colleges for ESL. Two Prime Sponsors (14%) reported delivering ESL services directly with their own staffs.

Remedial or Basic Education

Twenty-five of the 37 Prime Sponsors (68%) provided information about remedial or basic education programs that they were funding, i.e. programs that cover reading, writing, and mathematics and/or that are directed toward passing the General Educational Development [GED] examination. The average number of participants for such programs in Fiscal 1983 was 186, and the average funding was $ 225,000, yielding an average cost per participant of $1303. The reported funding for these programs represented 6% of the total allocations for the 37 Prime Sponsors.

Two patterns predominated in the delivery of remedial education services. In 11 cases (44%), Prime Sponsors entered into subcontracts with local education agencies and/or skills centers for this purpose.* In eight others (32%), Prime Sponsors delivered remedial education services themselves. The next most frequently employed types of service deliverers were community-based organizations (5 instances or 20%), and proprietary schools (3 instances or 12%).

Orientation to the World of Work for Adults

Twenty-six of the 37 Prime Sponsors (70%) provided information about programs that offer orientation of the world of work for adults. The average number of participants in such programs was 443, and the average funding level was $ 125,000, yielding an average cost per client of $642. This represented about 4% of the funds allocated to the 37 Prime Sponsor group.

Fifteen of the 26 (58%) chose to deliver all or some of the orientation to the world of work services directly, without utilizing a subcontractor. The next most frequently encountered patterns were subcontracting with community-based organizations (8 instances or 31%) and local education agencies (4 instances or 15%).

* Educational agencies are the primary operators of skills centers.

Vocational Exploration

Eighteen Prime Sponsors (49% of the 37 providing detailed information about the range of services that they were offering in Fiscal 1983) indicated that they were operating vocational or career exploration (VEP) programs that were oriented to youth. The average number of participants in such programs was 200, and the average funding level was $ 135,000, yielding an average cost per participant of $ 827. The funding allocated to these programs represents approximately 4% of the total allocations of the 37 Prime Sponsors.

Local education agencies were the most frequently employed deliverers of such services (7 instances or 39%), followed by community-based organizations (4 instances or 22%) and direct delivery of service by the Prime Sponsor (also 4 instances and 22%).

4.4 Work Experience

Prime Sponsors provided information about four types of work experience programs: adult work experience, year-round programs oriented to in-school youth, year-round programs oriented to out-of-school youth, and summer youth employment programs (SYEP). Since SYEP is funded from a separate allocation, it will be discussed separately from the other three, and (as noted at numerous points in this report) statistics pertaining to SYEP have generally not been included in analyses of the proportions of funding or participants that Prime Sponsors have allocated to other activities.

Adult Work Experience

Thirty of the 37 Prime Sponsors (81%) provided information about adult work experience programs that they had operated in Fiscal 1983. As indicated in Exhibit 4-1, the average number of participants was 174, and the average funding level was $ 235,000, yielding an average cost per participant of approximately $ 2500. These monies represent roughly 7% of the total allocations to the 37 Prime Sponsors.

Two patterns of service delivery were the most frequent. In ten instances (33%), Prime Sponsors elected to deliver all or some of the adult work experience themselves, without any subcontracting. In ten others (33%), Prime Sponsors subcontracted with community-based organizations for this purpose. Other nonprofit organizations (5 instances or 17%) and local education agencies (4 cases or 13%) were the next most frequently utilized types of service deliverers.

Year-round In-school Programs

Twenty-eight of the 37 Prime Sponsors (76%) provided information about year-round work experience programs that were designed to serve in-school youth. The average number of participants in these programs was 236, and the average funding level was about $ 222,000, yielding an average cost per participant of $ 1253. This funding represents about 6% of the total allocations for the 37 Prime Sponsors.

The three most frequently encountered patterns of service delivery were direct delivery by the Prime Sponsor, utilization of local education agencies, and utilization of community-based organizations, patterns which were present in 12 (43%), 8 (29%), and 7 (25%) of the instances respectively.

Year-round Out-of-school Programs

Eighteen of the 37 Prime Sponsors (49%) provided information about year-round work experience programs that they ran to meet the needs of out-of-school youth. The average number of participants in such programs was 127, and the average funding level was roughly $ 165,000, yielding an average cost per participant of $ 3192. The funds allocated for this purpose represent 5% of the total allocations in the 37 Prime Sponsors.

In nine instances (50% of the time), Prime Sponsors chose to deliver year round out-of-school services directly, without utilizing any subcontractor. The second most frequently encountered pattern was subcontracting with community-based organizations for this purpose (5 instances or 28% of the time).

4.4 Summer Youth Employment Programs

Thirty-five Prime Sponsors provided information about their summer youth programs. The average number of participants in these programs was 1415, and the average funding level was $ 1,186,000, yielding an average cost per participant of $ 978.

Prime Sponsor direct delivery of summer youth programs and Prime Sponsor subcontracting of these services to community-based organizations were the two most frequently encountered patterns. The former pattern was present in 15 instances (43% of the time) and the latter in 10 (29%). Local education agencies were the third most frequently utilized service deliverer for summer youth programs (7 instances or 20%).

Chapter 5

DELIVERY OF SERVICES IN FISCAL 1983

5.1 Introduction and Overview

This chapter of the report addresses those Prime Sponsor activities that are commonly referred to as services. These encompass:

- Intake and assessment services, including
  - --Outreach and recruitment,
  - --Intake and eligibility determination,
  - --Assessment and development of employability development plans,
  - --Counselling, and
  - --Referral of individuals to vocational skills training classes and other programs that are funded and run by others;
- Placement-related services, including
  - --Individualized, one-on-one job development and/or job search assistance,
  - --Self-directed group job search, and
  - --Post-placement assistance (e.g. counselling);
- Provision of supportive services; and
- Provision of other services.

The three previous chapters devoted to training and this one which addresses services thus represent an overview of all activities undertaken by the Prime Sponsors in Fiscal 1983.

5.2 Intake and Assessment Functions

All employment and training systems must have some means of identifying those eligible for service, certifying them as eligible, assessing their needs for service, providing vocational assessment, counselling where necessary, and--if needed--referring clients to appropriate agencies. CETA Prime Sponsors carried out these functions under a variety of organizational and contractual arrangements in Fiscal 1983.

The interrelationships among many of these functions made it impossible to develop reasonable estimates of the separate costs or numbers of participants for each of them. Moreover, Prime Sponsor accounting processes often lumped these functions with other services, thereby making it impossible to develop reasonable estimates of the total cost of the five functions combined.

Participants

Several patterns emerge when one reviews the available information about intake and assessment functions among CETA Prime Sponsors in FY 1983. In particular, the numbers of individuals receiving outreach and recruitment were significantly higher than the number of clients that were eventually served by the Prime Sponsors. The mean number of planned recipients of outreach and recruitment at the Prime Sponsors providing information on this topic was 4115, while the mean number of planned CETA participants at this group of Prime Sponsors was 3133. There was wide variation in the ratio of these two statistics from Prime Sponsor to Prime Sponsor, but the number of planned participants in outreach and recruitment exceeded the planned number of participants to be served in the typical Prime Sponsor by 14%.*

Service Deliverers

As is shown in Exhibit 5-1 on the following page, the three most frequently utilized types of service deliverer for these five services were Prime Sponsors themselves, the public Employment Service, and community-based organizations (CBOs). All but one of the Prime Sponsors providing information used one of these types of organization to conduct outreach and recruitment, and intake and eligibility determination. The numbers not using one of the three types of deliverers for assessment, counselling, and referrals were five (of 34 or 15%), four (12%), and six (21%) respectively.

Prime Sponsors were the dominant service deliverer for all five functions. Prime Sponsors chose to directly deliver all or some of the intake and assessment services in more than three-fifths of the instances for which information is available, ranging from 61% of the instances for assessment, 62% for outreach and recruitment and 64% for referral to other programs, up to 71% for counselling and 76% for intake and eligibility determination.

* The statistics for intake and assessment functions include SYEP since it is often difficult to disaggregate SYEP monies and participants from the total participants and funding for these functions.

Exhibit 5-1

UTILIZATION OF TYPES OF SERVICE DELIVERERS
FOR INTAKE AND ASSESSMENT FUNCTIONS*

	Most Frequently Used Deliverer		Second Most Frequently Used Deliverer		Third Most Frequently Used Deliverer	
Outreach and recruitment (n=34)	PS	.62**	CBO	.32	ES	.24
Intake and eligibility determination (n=33)	PS	.76	ES	.30	CBO	.21
Assessment and preparation of employability development plans (n=34)	PS	.61	CBO	.20	ES	.15
Counselling (n=34)	PS	.71	CBO	.24	ES	.09
Referral to other programs (n=28)	PS	.64	CBO	.18	ES	.18

* KEY: PS = Prime Sponsor
CBO = Community-based Organization
ES = Employment Service

The procedures utilized to aggregate types of service deliverers are described in Appendix B to this report.

** Entries represent proportions of Prime Sponsors providing information who utilized a specific type of deliverer for the function for at least some participants.

CBOs were the second most frequently used deliverer for three of the five types of services, and were tied for second in a fourth. They were utilized by 18% of the Prime Sponsors for referral, 20% for assessment, 21% for intake and eligibility determination, 24% for counselling, and 32% for outreach and recruitment.

The Employment Service was utilized more frequently than CBOs for intake and eligibility determination (i.e. a total of 30% versus 21% for CBOs), and was either tied for second or the third most frequently utilized deliverer for the remaining intake and assessment services, being utilized 9% of the time for counselling, 15% for assessment, 18%, for referrals, and 24% for outreach and recruitment.

5.3 Placement-Related Services

CETA Prime Sponsors provided three distinct types of placement-related services in Fiscal 1983: individualized (one-on-one) job search and placement assistance, self-directed group job search assistance (Job Club), and--to a limited extent--post-placement assistance such as counselling.

Individualized Job Search Assistance

Twenty-four of the 37 Prime Sponsors who provided relatively detailed information about the entire range of their activities (65%) described individualized job search and/or placement assistance programs that they operated in Fiscal 1983. As is shown in Exhibit 5-2 on the following page, the average number of participants in such programs was 703, and the average funding was $ 209,000, yielding an average funding per participant of $ 456. The funding allocated for this purpose represents about 4% of the total allocations (excluding SYEP) in the 37 Prime Sponsors.

The most frequent patterns of service delivery were Prime Sponsor direct delivery of the service (8 instances or 33%), subcontracting with a community-based organization (6 instances or 25%), assigning this function to all service deliverers (3 instances, 13%), and utilizing private firms for this purpose (also 3 instances and 13%).

Exhibit 5-2

OVERVIEW OF THE DELIVERY OF OTHER SERVICES*

	Participants	Funding (000s)	Cost Per Participant	Proportion of Funds**
Placement Related Services				
Individualized Job Search Assistance and Placement (24)***	703 (18)*	$ 209 (11)	$ 456 (11)	4%
Self-directed Group Job Search (22)	316 (17)	$ 98 (12)	$ 440 (11)	2%
Post-Placement Assistance (5)	557 (3)	$ n.a.(1)	$ n.a.(1)	n.a.
Supportive Services				
Allowances (34)	902 (20)	$ 567 (24)	$ 833 (18)	15%
Child Care (14)	188 (6)	$ 18 (7)	$ 502 (4)	0.2%
Transportation (23)	646 (7)	$ 23 (10)	$ 489 (6)	0.4%
Other Supportive Services (16)	476 (6)	$ 176 (10)	$ 822 (5)	2%
Other Services				
Employment Generating Services (24)	n.a.	$ 79 (21)	n.a.	2%
Other Services (8)	223 (6)	$ 101 (5)	$1026 (5)	0.6%

* Entries represent mean values for Prime Sponsors providing information.

** Total funding in the Prime Sponsors reporting having a program divided by the total funding in all of the 37 Prime Sponsors providing detailed information.

*** Numbers in parentheses represent the number of cases the entry is based upon.

Self-directed Group Job Search

Information about self-directed group job search was provided by 22 of the 37 Prime Sponsors (59%). The average number of participants was 316, and the average funding level was $ 98,000, yielding an average cost per participant of $ 440. This funding represents about 2% of the total allocations for the 37 Prime Sponsors.

The most common patterns of service delivery for this function were direct delivery by the Prime Sponsor (10 instances or 45%), utilization of subcontracts with community-based organizations (7 instances or 32%), and subcontracting with local education agencies (3 instances or 14%).

Post-placement Assistance

Five of the 37 Prime Sponsors (14%) provided information about services that they offered to participants after they had been placed in unsubsidized jobs. The average number of participants in such programs was 557, but since only one Prime Sponsor provided information about costs, it is not possible to generalize about the total funding, cost per participant, or overall proportion of funds allocated for this purpose.

In two of the five instances (40% of the time), Prime Sponsors delivered these services directly; in two others (40%), they were subcontracted to community-based organizations. No other type of service deliverer was used by more than one Prime Sponsor.

5.4 Supportive Services

Prime Sponsors delivered a wide range of supportive services in Fiscal 1983 including training allowances, child care, and transportation.

Allowances

Thirty-four of the 37 Prime Sponsors (92%) provided information about allowances that they paid to their participants. The average number of participants receiving allowances was 902, roughly a quarter of the total number of participants. The average funding level for allowances was $567,000, yielding a total allowance per allowance recipient of $833. These funds represented approximately 15% of the total allocations for these 37 Prime Sponsors.

Seventeen of the 26 Prime Sponsors providing information about the service deliverer utilized to distribute allowance payments (65%) chose to administer the allowances themselves. Fifteen of the 17 (88% of those delivering allowance payments themselves, and 58% of those for whom information was provided) represent instances in which the Prime Sponsor was the exclusive provider of allowances; in the remaining two cases, the Prime Sponsor shared responsibility for this function with one or more other service deliverers. The second most frequently encountered pattern was utilization of community-based organizations (4 instances or 15%) and other governmental agencies (also 4 instances and 15%).

Child Care

Fourteen of the 37 Prime Sponsors (37%) provided information about child care services that they offered to participants. The average number of participants receiving such services was 188, and the average cost was $ 18,400, yielding an average cost per recipient of $ 502. These monies represented about 0.2% of the total allocations in the 37 Prime Sponsors.

In seven instances (50% of the time), Prime Sponsors reported administering the provision of child care services themselves, and in four instances (29%), they subcontracted this service to community-based organizations. In no other instance was a type of service deliverer used more than once.

Transportation

Twenty-three of the 37 Prime Sponsors (43%) reported providing transportation services (payments) to their participants. The average number of recipients of these services was 646, and the average funding was $ 22,800, yielding an average payment per recipient of $ 489. These funds represented 0.4% of the total allocations for the 37 Prime Sponsors.

The most common patterns of delivery of this service were direct delivery by the Prime Sponsor (11 instances or 48%), subcontracting to community-based organizations (6 instances or 26%), utilization of skills centers (2 instances or 9%) and utilization of other government agencies (also 2 instances and 9%).

Other Supportive Services

Sixteen of the 37 Prime Sponsors (43%) provided information about other forms of supportive services that they offered. These services included health-related services (7 instances out of 16 or 44%), work clothing and/or tools (2 instances or 13%), transportation-related services (also 2 instances and 13%), and single instances of emergency assistance, subsistance grants, wages for selected programs, rent and utilities, and other training-related expenses.

The average number of recipients of these supportive services was 476, and the average funding level was roughly $ 176,000, yielding an average cost per recipient of $ 822. About 2% of the allocations in the 37 Prime sponsors was earmarked for these purposes.

5.5 Other Services

Employment-Generating Services

Twenty-four of the 37 Prime Sponsors (65%) provided information about employment-generating activities that they had undertaken in Fiscal 1983. These services were funded at an average level of $ 79,400. Many of them did not have participants in the same way that other CETA activities do, and therefore average numbers of participants and average cost per participant were not calculated. Overall, however, the 37 Prime Sponsors set aside 2% of their Fiscal Year 1983 allocations for employment-generating services.

In nine of the 24 instances (38%), Prime Sponsors directly operated all or some of their employment-generating services. The next most frequently utilized deliverers were other government agencies, private firms, and community-based organizations (5 instances or 21% each). Chambers of Commerce and similar business organizations were utilized in 4 instances (17%), and other private non-profit organizations were given responsibility for such services in three others (13%).

Other Services

In eight of the 37 instances, Prime Sponsors provided information about services that could not be categorized into any of the above-described types. These included: motivational readiness for youth, insurance for participants in classroom training, work adjustment training, "mini-training", technical assistance to employers, private sector internships for youth, a 70001 Ltd youth program, and support for data control equipment (one instance or 13% each).

Although it may be misleading to combine these activities, the average number of participants was 223, at an average cost of $ 101,000, yielding an average cost per participant of $ 102/. The 37 Prime Sponsors earmarked 0.6% of their Fiscal Year 1983 allocations for these diverse purposes.

Community-based organizations were utilized in three instances (38%) to provide these other types of services, and Prime Sponsors delivered them directly in two others (25%). In no instance was any other type of service deliverer utilized more than once.

Chapter 6

RELATED ISSUES

6.1 Introduction and Overview

The previous four chapters of this report have addressed the patterns that were present in the activities carried out by CETA Prime Sponsors in Fiscal 1983. This chapter contains information that addresses a number of related issues, including the nature of the overall system, the relationships among services, and certain measures of progress utilized by Prime Sponsors. Included are discussions of:

- Patterns of service delivery, focusing on the extent to which clients typically receive more than one employment-related service in a sequence,
- The degree to which certain functions are carried out by more than one deliverer,
- The utilization of performance-based contracts and competency measures,
- Utilization of "employer-specific" training, and
- Issues relating to the placement function.

5.2 Patterns of Service Delivery

It is unlikely that the needs of all employment and training clients can be met with the provision of a single employment-related service. Moreover, it is likely that some proportion of disadvantaged people will not be ready to obtain vocational training until other deficits have been addressed. Thus, whether or not clients typically receive two or more such services can be seen as an indicator of the degree to which agencies are equipped to provide sophisticated employment and training "packages" which meet the needs of their clientele.

As is shown in Exhibit 6-1 below, just over a third (34%) of the CETA participants at the typical Prime Sponsor received two or more training or service activities in sequence in FY 1983. Participants at city and consortium Prime Sponsors were considerably more likely to receive services in sequence (48% and 40% respectively) than were their counterparts at county and BOS Prime Sponsors (34% and 28% respectively).

Exhibit 6-1

UTILIZATION OF SEQUENCES OF SERVICES*

	ALL PRIMES	County	BOS	Consortium	City
Proportion of clients receiving more than one service in a sequence	.34 (28)**	.28 (11)	.22 (3)	.40 (10)	.48 (3)

* Entries represent mean values for Prime Sponsors in each category.

**Numbers in parentheses represent the total number of Prime Sponsors in each category.

Exhibit 6-2

FUNCTIONALIZATION OF SERVICE DELIVERY SYSTEMS*

	ALL PRIMES	County	BOS	Consortium	City
Outreach and recruitment	.70 (40)**	.93 (14)	.67 (6)	.57 (14)	.50 (6)
Intake and eligibility determination	.78 (40)	.93 (14)	.67 (6)	.71 (14)	.67 (6)
Job development, job search assistance, and/or direct placement	.36 (36)	.46 (13)	.33 (6)	.38 (13)	.50 (4)
Provision of supportive services	.69 (36)	.85 (13)	.33 (6)	.77 (13)	.50 (4)

* Entries represent the proportions of Prime Sponsors in each category who have centralized the function, i.e. that have a single service deliverer performing it or which perform it themselves.

**Numbers in parentheses represent the total number of Prime Sponsors in each category, i.e. the denominator in the fraction.

Four patterns or sequences of training activities were present in at least five of the 30 Prime sponsors for which information is available. They include clients moving from:

- Classroom training to on-the-job training (14 cases or 47%)
- Work experience to classroom training (10 cases or 33%)
- Prevocational programs to classroom training (9 cases or 30%) and,

In addition to this, nine of the 30 Prime sponsors indicated that they utilized sequences from classroom training to job search assistance (30%) and four more indicated that they generally move clients from all components to job search assistance (13%).

5.3 Functionalization of Delivery Systems

During the CETA era, service delivery systems were generally categorized according to the degree to which certain key functions such as intake and placement were shared among all service deliverers or limited to just one (or perhaps two) per Prime Sponsor. Systems that restricted these functions were generally called comprehensive or functional; at the other extreme, systems in which each service deliverer did its own intake and placement were called independent or categorical.

Although there were advantages and disadvantages associated with each system, the U.S. Department of Labor generally encouraged Prime Sponsors to implement comprehensive systems, and the available research literature indicates that the trend was in this direction.*

As is illustrated in Exhibit 6-2, more than three-quarters of the Prime Sponsors providing information (78%) had restricted their intake and eligibility determination functions by conducting them in-house or by utilizing a single contractor in Fiscal 1983. A somewhat smaller proportion (70%) had similarly restricted outreach and recruitment.

In addition to this, more than two-thirds (69%) had similarly limited the provision of support services. However, only about over one-third (36%) had a single service deliverer providing job development, job search assistance, and/or direct placement. The typical Prime Sponsor had an average of 4.4 service deliverers carrying out these closely related functions.

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* The literature on this topic is summarized in a previous study deliverable, "Review Essay: Project A, Activities Study", September 8, 1983, pp. 18-19.

The exhibit also indicates that city Prime Sponsors were less likely to have adopted functional systems with a single deliverer of outreach, intake, and eligibility determination, and that counties were most likely to have implemented such arrangements.

6.4 Utilization of Performance-based Contracts

During the last years of CETA, there were increased efforts to promote the utilization of performance-based contracts, i.e. contracts that tied reimbursement to the extent to which pre-agreed upon performance benchmarks were achieved.

As is shown in Exhibit 6-3, just over half of the Prime Sponsors providing information (51%) utilized at least some performance-based contracts for their classroom vocational skills training programs in Fiscal 1983, and about a sixth of them (15%) utilized this contracting mechanism for all of their classroom vocational skills training.

Balance of State Prime Sponsors were the least likely to utilize the mechanism, and city Prime Sponsors the most. Only one of the six BOS Prime Sponsors (17%) used this mechanism for any of their classroom vocational skills training classes, and none used it for all of them. At the other extreme, all five cities providing information (100%) utilized performance-based contracts for at least some of their classroom vocational skills training; three of the five (60%) utilized it for all such training.

Performance-based contracting was utilized to a lesser extent for other service deliverers. Exhibit 6-3 shows that only about a quarter of the Prime Sponsors providing information (27%) utilized this mechanism for any service deliverers other than vocational skills training, and only three of 36 (8%) utilized it for all subcontracts. None of the Balance of State Prime Sponsors providing information reported that they used performance-based contracting for these other service deliverers.

6.5 Youth Competency Measures

As a result of research and demonstration efforts under the Youth Employment and Demonstration Projects Act (YEDPA), performance measures for youth-oriented employment and training programs based on attainment of competencies have been developed and pilot tested.

Exhibit 6-3

UTILIZATION OF PERFORMANCE-BASED CONTRACTS

AND COMPETENCY MEASURES*

	ALL PRIMES	County	BOS	Consortium	City
(A) Performance-based Contracts					
Classroom vocational skills training					
Some contracts	.51 (39)**	.62 (13)	.17 (6)	.40 (15)	1.00 (5)
All contracts	.15 (39)	.15 (13)	.00 (6)	.07 (15)	.60 (5)
Other service deliverers					
Some contracts	.27 (36)	.36 (11)	.00 (6)	.29 (14)	.40 (5)
All contracts	.08 (36)	.09 (11)	.00 (6)	.07 (14)	.20 (5)
(B) Competency Measures					
Utilization of competency measures for youth activities					
Some activities	.43 (28)	.36 (11)	.50 (6)	.44 (9)	.50 (2)
All activities	.14 (28)	.09 (11)	.17 (6)	.44 (9)	.00 (2)

* Entries represent the proportions of Prime Sponsors in each category with performance-based contracts or competency measures.

** Numbers in parentheses represent the total number of Prime Sponsors in each category, i.e. the denominator in the fraction.

Just under half of the 28 Prime Sponsors for whom data are available (43%) used competency measures for one or more youth-oriented activities in Fiscal 1983. As is shown in Exhibit 6-3, only four of them (14%) used such measures for all of their youth-oriented activities.

6.6 Employer-specific Training

Efforts to link CETA to economic development activities have often focused on the provision of "customized" or "employer-specific" training, i.e., tailoring the training curriculum to the needs of a specific employer or group of employers. As is shown in Exhibit 6-4, three out of every five Prime Sponsors providing information (60%) indicated that some of their training programs were employer-specific. None indicated all of their training was employer-specific.

6.7 Aspects of the Placement Function

Direct placement has been utilized by many Prime Sponsors as an inexpensive way to help job ready disadvantaged men and women to enter employment. The typical Prime Sponsor providing information placed just over half (52%) of the participants who passed through its direct placement activities.

Statistics on placement rates from different Prime Sponsors are sometimes difficult to interpret because of differential utilization of the "holding" category. As is shown in Exhibit 6-4, in the typical Prime Sponsor 60% of those completing program activities without being placed are entered into "holding." Roughly a third (35%) of the Prime Sponsors providing information routinely put all non-placed completers into "hold" status, while a fifth (20%) never used "hold" status for this purpose.

6.8 The Evolving Nature of Employment and Training Systems in Fiscal 1983

It might be argued that Fiscal 1983 is not the ideal baseline against which JTPA patterns of service delivery could be compared because the FY 83 system was already evolving in anticipation of the transition to a new program. Both issues of data availability and other problems ruled out the use of Fiscal 1982 or earlier years for baseline data, but it is important to recognize that the FY 1983 program was a program in transition--as had been true of the CETA program for virtually every year of its existence.

Exhibit 6-4

OTHER ASPECTS OF THE FY 83 DELIVERY SYSTEM*

	ALL PRIMES	County	BOS	Consortium	City
Utilization of "customized" skills training courses					
At least some courses	.60 (35)	.58 (12)	.50 (6)	.67 (12)	.60 (5)
All courses	.00 (35)	.00 (12)	.00 (6)	.00 (12)	.00 (5)
Placement rate from direct placement activities	.52 (25)**	.63 (8)	.52 ( )	.45 (11)	.50 (2)
Proportion of unplaced completers put into "hold"	.60 (40)	.49 (15)	.58 (6)	.73 (15)	.50 (4)

* Entries represent mean values for Prime Sponsors in each category, or the proportion that have the specific attribute.

** Numbers in parentheses represent the total number of Prime Sponsors in each category, i.e. the denominator in the fraction.

The thirty-six Prime Sponsors providing information indicated that their FY 83 program differed from those they had run in the past in a variety of ways. Fourteen of them (39%) indicated that they had reduced training allowances from previous levels, and eight more (22%) indicated that they had eliminated allowances. Other frequently presented differences included: reduction or elimination of work experience (22%) and adoption of performance or fixed unit price contracts (8%).

Three-quarters (74%) of the twenty seven Prime Sponsors providing information in the fall of 1983 indicated that they expected to be changing one or more definitions of key CETA terms as a result of the transition to JTPA. However, most of them expected to have little control over these changes because they would be mandated either by the Act and regulations or by the State.

Chapter 7

IMPLICATIONS FOR FUTURE RESEARCH

The replacement of CETA by the Job Training Partnership Act (JTPA) in the fall of 1983 means that precise documentation of the patterns of service delivery that emerged under CETA and the factors that are associated with these patterns can provide a valuable baseline against which the emerging employment and training systems can be compared. Therefore, this report has stressed descriptive statistics rather than conducting extensive analyses of those factors that may or may not have led individual Prime Sponsors to design systems as they did.

The data that have been collected for this report can, however, be utilized for such analyses, and/or combined with information about program clientele or outcomes in order to better explore the relationship between these factors.

In order to maximize the future utility of this report, identical information should be obtained from the SDAs that now serve the areas once served by the fifty Prime Sponsorships in this study, and efforts made to determine whether and to what extent changes are taking place.

Only when such data are available will it be possible to begin to determine the extent to which differences in <u>program mix</u> and <u>program design</u> are responsible for the successes or lack of successes of JTPA, as opposed to such other potential causes as changes in client mix, in the involvement of the leaders of private business, and in the vitality of the local economy.

Future comparisons between the services delivered under CETA and JTPA should go beyond analysis of shifts in the amount and proportions of funds devoted to broad categories of activities (such as classroom vocational skills training and on-the-job training) and address possible shifts in emphasis <u>within</u> these broad categories (such as the length of training, the provision of needs-based payments, and so forth).

Policy-makers should find it especially valuable to learn about the relevance of the services that are being provided in terms of meeting the needs of those clients with the greatest needs for assistance.

How, for example, will JTPA differ from CETA in terms of providing service to clients who don t meet the entry criteria for vocational skills training programs? Are SDAs providing more or less remedial and basic education than they have in the past? Are they conducting more or less outreach and recruitment to the disadvantaged who have the greatest need for the program? What kinds of services are taking the place of work experience for disadvantaged clientele--job search or activities that are more oriented towards development of occupational skills?

In short, the number of policy-relevant questions about changes in the type and nature of activities carried out by SDAs is almost limitless. Review of the findings of this study, and replicating it in the near future offers an invaluable--but low cost--way to begin to answer these questions.

Appendix A

PRIME SPONSOR SAMPLE

Counties

*Bucks (PA)
*Balance of Albany (NY)
*Cape May (NJ)
*Monmouth (NJ)
*Camden (NJ)
Balance of Essex (NJ)
*Delaware (PA)
*Lake (FL)
*Balance of Tarrant (TX)
*Webb (TX)
*Camerson (TX)
Trumbull (OH)
*Balance of Hamilton (OH)
*McHenry (IL)
*Balance of Lake (IL)
*Davis (UT)
*Monterrey (CA)
*Santa Cruz (CA)
*Balance of Santa Clara (CA)

Consortia

*Albany City (NY)
*New Bedford (MA)
*Broome/Tioga (NY)
*Suffolk (NY)
*Gulf Coast (MISS)
*Montgomery (AL)
*Mid-Georgia
*CSRA (GA)
*Capital Area (TX)
*Madison (IL)
*Southwestern (IN)
*Michiana (IN)
*Muskegon (MI)
Topeka (KA)
*Takoma/Pierce (WA)
*Balance of Alameda (CA)

Balance of State

*West Virginia
*New Jersey
*New Mexico
*Indiana
*Missouri
*Arizona

Cities

Scranton (PA)
*Newark (NJ)
*Little Rock (ARK)
*Cleveland (OH)
*Detroit (MI)
*St. Louis (MO)
*Long Beach (CA)
Eugene (OR)

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* Prime Sponsors that provided useful information for the study.

Appendix B

PROCEDURE USED FOR GROUPING OPEN-ENDED INFORMATION PROVIDED BY PRIME SPONSORS

Prime Sponsors provided a wide variety of information about the types of organizations that delivered services for them in Fiscal 1983, but the categories they used were not always the same. The following list summarizes the categories which have been used in this study, and the types of responses that have been included in each of them:

o Prime Sponsor	-- Prime Sponsor
o Employment Service	-- Employment Service -- Employment Security Agency
o Community-based organization	-- CBO -- CAP or CAA -- (Name of a recognizable CBO)
o Local education agency or public education agency	-- LEA -- Board of Education -- Vocational Education* -- Community College* -- Skills Center*
o Proprietary school	-- Proprietary School
o Business organization	-- Private Firm -- Chamber of Commerce -- (Recognizable name of firm)
o Local (non-federal) government	-- Local Government** -- City** -- County** -- State** -- Public Agency**
o Other	-- Handicapped Agency -- Union or Professional Ass'n -- Private Non-profit -- Title XX -- Various

* Sometimes analyzed separately.

** Ma include references to the Prime Sponsor but analyzed separately.